

Report to/Rapport au :

Planning Committee
Comité de l'urbanisme

and Council / et au Conseil

June 13, 2012
13 juin 2012

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CITY WIDE / À L'ÉCHELLE DE LA VILLE

Ref N°: ACS2012-PAI-PGM-0170

**SUBJECT: STATEMENT OF WORK TO REVIEW AND UPDATE THE 2013
OFFICIAL PLAN AND INFRASTRUCTURE MASTER PLAN**

**OBJET : ÉNONCÉ DE TRAVAIL VISANT L'EXAMEN ET LA MISE À JOUR
DU 2013 PLAN OFFICIEL ET DU PLAN DIRECTEUR DE
L'INFRASTRUCTURE**

REPORT RECOMMENDATIONS

That Planning Committee recommend that Council:

1. Approve the scope and timing for the review and update of the Official Plan and Infrastructure Master Plan contained in this report.
2. Approve a Sponsors Group, Industry Panel, Agency Panel and Community Panel as outlined in this report to oversee the review of the Official Plan, Transportation Master Plan, and Infrastructure Master Plan.
3. Confirm 2031 as the planning horizon for the review of the Official Plan, Transportation Master Plan, Infrastructure Master Plan and the Development Charges By-law.

RECOMMANDATIONS DU RAPPORT

Que le Comité de l'urbanisme recommande au Conseil

1. **d'approuver la portée et le calendrier de l'examen et de la mise à jour du Plan officiel et du Plan directeur de l'infrastructure contenus dans le présent rapport.**
2. **d'approuver la création d'un groupe de commanditaires et la participation d'intervenants de l'industrie, des agences et de la collectivité, tel que décrit dans le présent rapport, pour superviser l'examen du Plan officiel, du Plan directeur des transports et du plan directeur de l'infrastructure.**
3. **confirmer l'année 2031 comme horizon de planification pour l'examen du Plan officiel, du Plan directeur des transports, du plan directeur de l'infrastructure et du Règlement sur les redevances d'aménagement.**

EXECUTIVE SUMMARY

Assumptions and Analysis

Staff are initiating a review of the Official Plan, the Transportation Master Plan, and the Infrastructure Master Plan to inform the update of the City's Development Charges By-law in 2014. The issues to be addressed as part of the review of the Official Plan and Infrastructure Master Plan were approved by Council on June 13th.

The purpose of this report is to get approval for:

1. The approach, scope and timing of the work included in the review of the Official Plan and the Infrastructure Master Plan, and
2. The establishment of a Sponsors Group comprised of Committee Chairs to oversee the review of the three plans, and an Industry Panel, Agency Panel and Community Panel to provide the group with advice and to assist in conveying information to their affiliated stakeholders.

In addition, the Ontario Municipal Board's (OMB) recent clarification regarding the land to be added to the urban boundary means that more land, totalling 1013 gross ha, will be added to the urban area. Recent housing trends show that fewer single-detached units are being built than predicted, and less land has been consumed than originally projected. Combined with this current land supply, the OMB addition is anticipated to result in a 19-year supply of urban residential land. This is well within the parameters required by the Provincial Policy Statement.

Given the current land supply staff recommends that the timeframe for the reviews of the Official Plan, the Transportation Master Plan, and the Infrastructure Master Plan and the City's Development Charges By-law should be retained as 2031. The analysis of housing and employment land needs to be provided to Council in November 2012 will confirm whether adjustments will need to be made to the urban boundary.

SOMMAIRE

Hypothèses et analyse

Le personnel entreprend un examen du Plan officiel, du Plan directeur des transports et du plan directeur de l'infrastructure, pour documenter la mise à jour en 2014 du Règlement municipal sur les redevances d'aménagement. Les points à examiner dans le cadre de l'examen du Plan officiel et du Plan directeur de l'infrastructure ont été approuvés par le Conseil le 13 juin dernier.

Le présent rapport a pour objet de faire approuver les points suivants :

1. L'approche, la portée et le calendrier des travaux prévus pour l'examen du Plan officiel et du Plan directeur de l'infrastructure;
2. La création d'un Groupe de commanditaire constitué de présidents de comités et chargé de superviser l'examen des trois plans, ainsi que la participation d'intervenants de l'industrie, des agences et de la collectivité, chargés de conseiller le groupe et de transmettre l'information aux parties intéressées dont ils dépendent.

De plus, la clarification récemment apportée par la Commission des affaires municipales de l'Ontario (CAMO) au sujet de terrain devant être ajouté à la limite urbaine signifie que d'autres terrains, totalisant 1 013 hectares bruts, seront ajoutés au secteur urbain. Les tendances récentes en matière d'habitation démontrent que moins d'unités unifamiliales que prévu sont construites, et que moins de superficie de terrain a été utilisée que prévu au départ. Conjugué à cette disponibilité actuelle de terrains, l'ajout de la CAMO devrait résulter en un approvisionnement de 19 ans de terrains résidentiels urbains, ce qui est largement suffisant au regard des paramètres de la Déclaration de principes provinciale.

Étant donné le stock de terrains actuel, le personnel recommande que la date limite d'examen du Plan officiel, du Plan directeur des transports, du Plan directeur de l'infrastructure et du Règlement municipal sur les redevances d'aménagement soit maintenue à 2031. Par ailleurs, l'analyse des besoins en terrains résidentiels et d'emploi devant être fournie au Conseil en novembre 2012 devra confirmer les ajustements nécessaires à effectuer à la limite urbaine, qui, à ce moment-ci, devraient être minimaux compte tenu des ressources réservées à ce travail d'importance sur un examen minutieux des priorités d'orientation, tel que précisé dans le présent rapport.

BACKGROUND

Staff are initiating a review of the Official Plan, the Transportation Master Plan and the Infrastructure Master Plan to inform the update of the City's Development Charges By-law in 2014.

A report (ACS2012-PAI-PGM-0131) outlining the issues to be addressed through this review was presented to Planning Committee on May 22 and Council on June 13. The Committee and Council approved the planning issues to be addressed as part of the

review of the Official Plan and Infrastructure Master Plan or as other Planning and Growth Management work plan items.

Staff also recommended that Committee and Council establish the timeframe of 2031 for the review of the Official Plan, the Infrastructure Master Plan and the Transportation Master Plan, and for the update of the Development Charges By-law. Committee reserved the decision on the timeframe for the review of the Official Plan and Master Plans until this work program came forward.

A report (ACS2012-PAI-PGM-0139) presenting the scope of work for the Transportation Master Plan was approved by Transportation Committee on June 6, 2012 and will be considered by the Transit Commission on June 20, 2012 and Council on July 11, 2012.

The purpose of this report is to obtain approval for the approach, scope and timing of the work included in the review of the Official Plan and the Infrastructure Master Plan. It will also establish a Sponsors Group and associated Industry, Agency and Community panels.

This report also reaffirms the staff recommendation that the current timeframe for the reviews of the Official Plan, the Transportation Master Plan, the Infrastructure Master Plan and the City's Development Charges By-law be retained as 2031.

DISCUSSION

The *Planning Act* provides that a Municipality must review its Official Plan every five years. The last review occurred in 2008 and resulted in a comprehensive change to the Official Plan in 2009. As part of that change, Council included a policy in the Official Plan Amendment 76 that anticipated a review of the City's Official Plan and identified the following matters that would be addressed by staff leading up to that review. Those matters included:

- a. Growth projections and urban land supply;
- b. A review of Land Evaluation and Area Review (LEAR) and possible changes to the City's prime agricultural areas ;
- c. A review of the City's mineral aggregate resources; and,
- d. Resolution of the country lot subdivision moratorium.

Through the review of development applications, the Planning Summit, and various public consultation initiatives Planning and Growth Management staff also identified a number of areas where Official Plan policies and their implementation require review:

- a. City-wide intensification policies and where tall buildings are permitted;
- b. Urban design and neighbourhood compatibility in an urban, suburban and village context;
- c. Advancing transit-oriented development (TOD) at planned light-rail stations; and,
- d. Developing a strategy for the City's employment lands.

Strategic Directions

Most of the fundamental principles of the Official Plan were not changed by OPA 76 in 2009. The Infrastructure Master Plan was refocused to support the City's growth strategy including supporting intensification in strategic locations. A new vision for the Transportation Master Plan was approved in 2008 as part of the same review.

This proposed review will also build upon the three "Framing our Future" sustainability plans received by Council in February 2012 (ACS2012-ICS-CSS-0005) that identified a long-term vision and goals for the National Capital Region. The strategies and actions identified by these plans are intended to be implemented through the City's Growth Strategy and through capital projects. The proposed review will permit the principles of the Official Plan to be updated to align with the Plan for Sustainability and Resilience in Canada's Capital Region. Furthermore the recently approved Village Plan Review, updating the policy and vision of most of Ottawa's villages, will also inform the review.

Growth Projections and Land Supply

The Ontario Municipal Board has clarified its determination that the 850 ha to be added to the urban boundary by OPA 76 does not include the Fernbank lands. This means that more land, totalling 1013 gross ha, will be added, which provides approximately one additional year of urban residential land supply. At 2013, there will be a 19-year supply of urban residential land. This is well within the range provided by the Provincial Policy Statement of up to 20 years of urban land. The PPS also requires that the City maintain a minimum 10-year urban land supply for housing at all times.

It has been the practice of the City to establish the planning horizon to coincide with Census years. In 2003, the planning horizon was 2021 and this provided an 18-year supply of land. By adopting a horizon of 2031 (also a census year) in 2009, the exercise required that a 22-year supply of land be provided. If Council were to adopt 2036 as the next census year for the current review, there would be a requirement to provide a 23-year supply of land.

Housing market trends since the start of the projection period (mid-2006) show 16% fewer single-detached units have been built than projected. This means less land has been consumed than what was projected in the land supply analysis. Therefore, the approved land supply may be greater than it appears.

Given the current land supply, staff continue to recommend that Council adopt the 2031 planning horizon for the 2013 review and do not anticipate any changes to the urban boundary as part of the proposed review.

Notwithstanding this recommendation, staff will be undertaking a review of land needs based upon the timeframe adopted by Council. These results will be brought before Committee in November 2012 where it is anticipated that housing and employment land needs will not affect the urban boundary. The November report will specifically address the following:

- An examination of the supply of / demand for land for employment, housing and other purposes to meet the requirements of the Provincial Policy Statement. This review will also allow staff to generate and compare dwelling units, employment and urban and village land needs with current supply. Current supply will also reflect the additional land added by the Ontario Municipal Board.
- Staff will also review matters by which the adequacy of land supply will be assessed as required by the Provincial Policy Statement.
- The evaluation of the current targets for intensification and redevelopment in built-up areas and adjacent to transit corridors.
- The need for changes to the urban and/or village boundaries.
- The update of the City's Employment Land Strategy and the re-evaluation of the type, demand, supply and distribution of employment land in the city.
- The review of phasing and achievement of intensification targets prior to, or concurrent with, new development within designated growth areas.

Rural Review Items

Council approved the Village Plan Review report (Staff report ACS2012-PAI-PGM-0027) in May 2012 that updated Volume 2C of the Official Plan and a number of community development plans (CDPs) in the rural area. In conjunction with the urban residential and employment land requirements review, staff will also evaluate village land needs in the context of the other matters being addressed by the Rural Review as follows:

A. LEAR Review

The steering committee for this project has been created and a number of LEAR models have been developed and are being evaluated. Future steps involve:

- Obtaining approval of the preferred LEAR model from the established Steering Committee;
- Field checking of LEAR results in the spring/summer of 2012 and developing preliminary evaluations of lands to be added to or removed from the Agricultural Resource Area;
- Adopting the recommended LEAR model by the Agriculture and Rural Affairs Committee;
- Identifying and consulting on possible changes to the Agricultural Resource Area boundary; and,
- Developing an Official Plan amendment to update the Agricultural Resource Area designation.

B. Mineral Aggregate Resources Review

The Province is assisting with this project and will provide the city with an assessment of the state of this industry in the City today including the quantities and the extent of the resource available. The completion of the Aggregate Resource Information Plan by the Province is anticipated in the Fall of 2012. Future steps involve:

- A market study in partnership with the Ontario Stone Sand and Gravel Association, and complete a strategic analysis of the aggregate market and need for material through to 2050.
- A comparison of best practices in aggregate policy from other municipalities with those in the Official Plan
- Preparation of a preferred policy framework based on the policy review and an update of resource mapping.
- Preparation of a final Mineral Aggregate Resource Report for the City.
- Preparation and recommendation of a revised policy framework and designation changes for amendments to the Official Plan.

Staff are aware that discussions are underway to modify the *Aggregate Resources Act*. These changes may come into effect during this review process and influence municipal authority on aggregate matters. Staff will consult with the relevant Ministries to remain informed about any proposed changes that may influence Official Plan policy.

C. Country Lot Subdivision and Severance Policies

The five-year moratorium on country lot subdivisions adopted by Council in 2009 was appealed. The Ontario Municipal Board dismissed the appeal; however, the appellants have sought leave to have the OMB decision reviewed by the Divisional Court. While this matter has not been resolved, staff will complete the work begun as part of the Rural Review and will report back to ARAC with recommendations on the future of the country lot subdivision policies. That recommendation will consider those matters identified by the Council and the Ministry of Municipal Affairs and Housing (MMAH) as follows:

- The impact on existing villages;
- The potential impact on groundwater;
- The development potential in these clusters;
- The implications for the demand for communal services;
- The costs to taxpayers; and
- The impact on rural character.
- Country Lot Subdivisions must be limited in scale, both in the context of the amount of development in the Rural Area as a whole and in the context of specific proposals for individual sites.

Building a Liveable Ottawa

A. Intensification and Tall buildings

The City is currently achieving the levels of intensification identified in the Official Plan, not only with small scale infill projects, but also with larger projects due to the boom in the condominium market. This project will:

- Review the current policy framework and determine whether the objectives of the plan are understood, if they are being implemented, how well they are being implemented, and if they are achieving the stated objectives;

- Clarify intensification policies and targeted areas city-wide;
- Clarify the difference between density and height;
- Review implementation mechanisms such as secondary plans and zoning and determine their strengths and weaknesses and where appropriate, recommend process and procedural changes; and,
- Refine city-wide policies for mid- and high-rise development and clarify where very tall buildings are appropriate and where they are not.

B. Urban Design

This project will evaluate the effectiveness of existing OP policy related to urban design and neighbourhood compatibility, and how it supports the objectives for intensification, development at transit stations and renewal in stable communities. Specifically, the project will:

- Review the current policy framework to determine whether the objectives of the plan are understood, if they are being implemented, how well they are implemented and if they are achieving the stated objectives; and,
- Evaluate the role and effectiveness of the Design Guidelines both in influencing physical design of buildings, achieving neighbourhood compatibility and guiding development review.

C. Supporting Transit-Oriented Development (TOD)

Planning work has already begun to develop TOD plans for three Light Rail Stations: Train, St. Laurent and Cyrville. The purpose of these plans is to encourage higher density mixed-use development in order to provide future ridership to support the City's investment at these stations. These plans may lead to changes in zoning and possibly changes to land use designations. The lessons learned through these projects may require changes to OP policy, zoning or planning process to address future components of the City's light rail project and may be required to provide similar incentives at other station locations. Consideration will also be given to these locations as large-scaled intensification areas, and their impact on the City's growth management priorities.

The work plan will include:

- Reviewing the current policy framework to determine whether it is robust enough to support growth management priorities and TOD planning;
- Providing guidance to achieving liveability along with density at these locations by clarifying what objectives take precedence;
- Clarifying how TOD policies dovetail with the local area secondary plans;
- Incorporation of TOD plans into the OP, if necessary; and,
- Guiding zoning and design objectives, as well as development review processes, to encourage development at TOD locations.

D. Employment Land Study

In 2008, an Employment Land Study was undertaken to examine the supply of, and demand for, employment land to 2031. It was focussed primarily on the urban area. That study concluded that there was more than sufficient land, but that some of the supply was un-serviced and/or located in areas of low demand. Section 2.2.1 Policy 7 of the OP requires that an update to the study be done as part of the 2012-2013 OP review. It is proposed that this study:

- Compare the updated supply of employment land in the urban area to projected demand, by taking account:
 - planning initiatives to augment transit-supportive employment growth on the planned LRT system;
 - shifting patterns of federal employment;
 - evolution of advanced technology employment;
 - retail employment distribution;
 - the future role of industrial areas and business parks;
- Review supply and demand for employment land in the rural area;
- Explore with the provincial government whether the PPS would permit selected employment lands adjacent to rapid transit stations to include a high density residential component;
- Review planning policies for employment lands in the urban and rural area and recommend changes based on the conclusions of the work outlined above.

Review of the Infrastructure Master Plan

The Infrastructure Master Plan (IMP) will be restructured to be a more inclusive document than in previous years. It will include more reference to the City's current assets and their management. Servicing of future growth will identify how existing capacity is utilized and what precipitates the need for added infrastructure. The policy issues identified in the current IMP will be reviewed and updated to reflect any growth strategy changes in the OP.

The following major tasks will contribute to the IMP:

- Examine and update the levels of service to be provided.
- Establish trends in water usage and wastewater generation from monitoring data, and forecasted future requirements.
- Evaluate and update growth needs, based on asset management requirements, projected growth and updated service levels. Capacity constraints that would provide limits to growth beyond the time horizon of the OP will be identified. This will provide some insight as to what impact future growth may have on existing and proposed infrastructure and when limits may be reached.
- Assess the ability to provide the infrastructure to support current and expected future intensification and the ability of major systems to accommodate this growth.

- Evaluate the rural infrastructure requirements to reflect the rural settlement strategy including evaluation of the costs and risks to the city in providing public services to support future village growth.
- Evaluate the financial sustainability of the city's assets in terms of capital, operational, maintenance and lifecycle replacement costs.
- Identify the capital projects, project costs and growth component costs that will be used in future budgets and the Development Charges By-law.

Management of the Plan Review

A Sponsors Group will be established for the Official Plan, Transportation Master Plan, and Infrastructure Master Plan reviews. This group's purpose is to ensure that the three plan reviews advance as interconnected documents, and to ensure that the views of all stakeholders are considered.

The Sponsors Group will be chaired by the Chair of Planning Committee and will be comprised of:

- Chair and Vice Chair of Planning Committee
- Chair of the Rural Review Steering Committee
- Chair of Agricultural and Rural Affairs Committee
- Chair of Transportation Committee

Three separate consultation panels will be set up and will meet with the Sponsors Group separately and together as required (e.g., prior to release of major reports, and to work on specific policy issues). These consultation panels (outlined below) will provide the Sponsors Group and staff with advice and may assist in conveying information to their affiliated stakeholders. :

- Industry Panel [three members solicited from the Greater Ottawa Home Builders Association (GOHBA) and three members from the Building Owners and Managers Association of Ottawa (BOMA)]
- Community Panel [two representatives solicited from the Federation of Community Associations (FCA), two representatives recommended by the Vice-Chair of Planning Committee, and two representatives recommended by the Chair of the Agricultural and Rural Affairs Committee]
- Agency Panel (National Capital Commission, Provincial Ministries, etc.)

Transportation Committee will have the mandate to review the Transportation Master Plan; however, information reports will be brought forward, where identified by the Sponsors Group, to the Transit Commission on areas of interest to transit operations (e.g., modal split, network, project prioritization).

RURAL IMPLICATIONS

This report makes no changes that directly impact rural residents or businesses. However, there are a number of policies, land use designations and infrastructure requirements associated with the review of the Official Plan and Infrastructure Master Plan that may be modified as a result of the proposed review. These may involve village growth, agricultural resource areas, country lot subdivisions and severances, the protection of mineral aggregate resources and rural servicing options.

The outline of the consultation milestones identifies opportunities to engage rural residents and businesses concerning any changes that will be proposed.

CONSULTATION

Given the intention to complete the review of the Official Plan and the Master Plans by the end of 2013 the consultation process will rely heavily on the Sponsors Group and Panels, and on conveying information and opportunities for the public to input using web and other social media. Suggestions for consultation activities and techniques are welcomed and can be sent to the attention of the General Manager by July 15th, 2012. A detailed consultation plan will be provided to Planning Committee and Transportation Committee in August of 2012.

The following schedule identifies the major milestones for the review and the anticipated statutory requirements under the *Planning Act* associated with Official Plan changes. It also includes a few of the major milestones in the update of the Development Charges By-law.

	Date
Statement of Work Report for OP/TMP/IMP to Committee and Council	June/July 2012
Data collection, issue resolution and development of Preliminary Proposals for OP/IMP	June – October 2012
Urban Boundary Hearing	July 2012
Detailed Consultation Plan to Planning Committee and Transportation Committee	August and September, 2012
Population and Employment Forecasts updated to Planning Committee	November 2012
Tabling of Preliminary OP Proposals at Planning Committee	Early November 2012
Staff report to Planning Committee recommending changes to the OP	January 2013
Tabling of Draft Official Plan Amendment(s)	April 2013
Draft Official Plan Amendment(s) - Public and Technical consultation	May 2013
Draft Official Plan Amendment (s) - Open Houses - mandatory	August – September 2013
Public Hearing Draft Official Plan Amendment(s) at	October – November 2013

Planning Committee	
Draft TMP tabled with Transportation Committee	October 2013
Development Charges Public meeting	November 2013
Draft Official Plan Amendment(s), IMP and TMP to Council for approval	November - December 2013
Development Charges By-law review with Planning Committee	December 2013
Official Plan Amendment with Ministry of Municipal Affairs and Housing for approval	January – June 2014
Council adopts Development Charges By-law	June 2014

COMMENTS BY THE WARD COUNCILLORS

Not applicable as this is a City-Wide report.

LEGAL IMPLICATIONS

There are no legal impediments to approving the recommendations of this report. Section 26 of the Planning Act requires that the Official Plan be reviewed not less frequently than every five years.

RISK MANAGEMENT IMPLICATIONS

There are no risk management implications associated with this report.

FINANCIAL IMPLICATIONS

Funds are available within existing budget, and identified within the 2013 capital forecast, for the Official Plan and Infrastructure Master Plan updates. The 2013 budget requirements will be brought forward for approval through the capital budget process.

ACCESSIBILITY IMPACTS

Planning and infrastructure projects that will flow from the update of the Official Plan and the Infrastructure Master Plan will meet the appropriate accessibility guidelines and/or legislation.

ENVIRONMENTAL IMPLICATIONS

There are no direct implications for the environment from the recommendations in this report.

TECHNOLOGY IMPLICATIONS

There are no technology implications associated with this report.

TERM OF COUNCIL PRIORITIES

The recommendations and strategic directions of this report have a direct impact on achieving the following Term of Council priorities: EP3 – support growth and local economy; TM2 – maximize density in and around transit stations; ES1 – improve Stormwater Management; GP3 – make sustainable choices.

DISPOSITION

This report will be considered by Council at its July 11, 2012 meeting together with the statement of work for the Transportation Master Plan.

Staff is to initiate the review of the Official Plan and the Infrastructure Master Plan as outlined in this report.

Staff is to advise the Ministry of Municipal Affairs and Housing, as the Approval Authority, that the review of the Official Plan is being undertaken, and that the Official Plan review establish opportunities for consultation with the prescribed public bodies as by the *Planning Act*.